

The Deputy Director (Support) submits the following comments on the question concerning the CIA Career Service Program:

A. What are your views as to the merits of a CIA Career Staff?

I feel that the concept and implementation of the principles of a CIA Career Staff is one of the most progressive steps which the Agency has taken in the field of personnel management. Admittedly, mistakes have been made and the current system is not the panacea for all the personnel management problems facing the Agency. However, it is still a new program and I believe that the progress that has been manifested in the selection, development and utilization of personnel selected for membership in the Career Staff has proved its merit. The Agency should carefully evaluate its present system to see if it is accomplishing the desired purposes. Perhaps the reasons for having a Career Staff in CIA have changed or been modified during the four and a half years since the Agency adopted the system.

The Agency had reached the stage in 1954 where its general size and structure seemed to have stabilized and the various segments of the Agency had become sufficiently integrated to move into a more comprehensive and professional personnel management program. The era of rapid expansion and drastic reorganization was over and the problem facing the Agency was one of obtaining, training, and utilizing a permanent cadre of personnel to carry out the assigned missions. The Agency had been accepted as a recognized and permanent member of the intelligence community and, thus, needed some cohesive program to develop a feeling of permanency and professional esprit de corps among its personnel. The adoption of the concept of a CIA Career Staff in July 1954 formalized employment with the Agency into a professional career, and the subsequent years have demonstrated the seriousness with which the large majority of the Career Employees have accepted the obligation to devote themselves to the needs of the Agency and to make a career with the Agency.

Today, the concept of a Career Staff is almost synonymous with staff employment with CIA. It will be extremely difficult to obtain any special benefits for the entire Career Staff as it is now constituted because, in actuality, the criteria for membership is little different from that utilized for staff employment. The Agency must identify its personnel requirements, both quantitatively and qualitatively, which are beyond those normally expected of employment in a Federal agency, and then establish realistic criteria if we are going to attempt to provide special benefits for those who are selected. Whatever you want to call it I think we do need to superimpose on the present structure something else which provides special benefits to special people.

B. Should eligibility for membership be more restricted than at present?

As stated above, I feel that the initial selection of categories of personnel to be taken into the Career Service has been too inclusive. The concept that the Career Staff includes all staff employees and agents unless they elect not to join or their application for memberships are not approved appears to be unrealistic. If the Agency plans to offer preferential consideration for job security and special training as well as other benefits which might be obtained through legislative or other means to members of the Career Staff, the criteria for selection into the Career Staff must reflect the personnel requirements which are beyond those normally expected of Federal employment generally. The Agency does have certain unusual personnel requirements because of some of its unique activities and missions. There are many factors which affect the ability of personnel to meet these requirements and, thus, affect the utilization by the Agency. These factors include, but are not limited to, age, physical and psychological conditions, motivations, family and other personal responsibilities, personality, and skills and qualifications.

The Career Staff should reflect the long-term anticipated needs of the Agency and the membership should be composed of individuals whom the Agency can reasonably plan to use over a long period of time whenever, wherever, and however they are needed. In return, the Agency is willing to spend time and money to specially train and offer certain special considerations and benefits to this body of dedicated career employees. It would appear that the size and composition of the Career Staff should be fairly constant and should be based on the long-term plans for the Agency. There would be many other employees who would be working with the Agency and receiving all the benefits of Government employment but would not be expected or required to meet all of the demands or obligations expected of the members of the Career Staff. This does not imply an "elite corps" of personnel, but rather a large body of the personnel who because of motivation, qualifications, physical and psychological conditions, and other more intangible factors are able to meet on a continuing basis the more unique, exacting and demanding requirements of the Agency.

I realize that it would be extremely difficult at this time to redefine the criteria for membership in the Career Staff after having selected the present members over a period of four and a half years. However, I do feel that something must be done to identify those persons who through personal circumstances and qualifications can be expected to meet the personnel requirements which are unique or peculiar to certain of the functions of the Agency.

C. Is the basic concept of separate career services for CIA sound?

I believe that initially the concept of separate career services representing homogeneous functions and qualifications was necessary in order to identify both personnel and functions. Prior to the separate career service concept each component was responsible for fulfilling the varied personnel requirements necessary to carry out the various functions. There were no uniform criteria for selection, development or utilization of personnel in a particular field of specialty. The career service concept based on professional groupings fixed the responsibility of personnel management where it can be most effectively exercised and reduced the duplication of effort. I am convinced that the utilization and development of personnel in this Agency is much better since the various heads of career services have been responsible for the career management of their identified personnel and since they have been responsible for supplying qualified personnel to fill personnel requirements.

We are reaching the stage where I believe the Agency has too many separate services. The process of identifying personnel based on their qualifications and experience has generally been accomplished and the criteria and mechanics for selecting, evaluating, developing and utilizing personnel in the various services have been established. Career Services organized along specific functional lines tend to become overly involved in jurisdictional administration of both personnel and positions with a resulting lack of mobility and flexibility. Many of the Agency positions, as well as personnel, cannot be designated as falling completely within the definition of one particular functional career service. I would like to see the existing identified qualifications and experience now identified by career service designations be considered as specialties or as "MOS" indications, as used in the military services, and the concept of career service broadened to include professional families of specialties. This has already taken place to a large degree within the Clandestine Services with the utilization of the "D" designation in addition to "DI" and "DP". Functionally, within the Support areas, members of one support service are being utilized in another Support service while still retaining their original specialist career designation.

By broadening the scope of the career services, I believe that the flexibility and mobility of the personnel would be increased. The promotional possibilities throughout the Agency are becoming smaller and one of the incentives which may be substituted is the opportunity of more diversified assignments. I am convinced that such a change in the Support fields would result in the development of more versatile Support officers and facilitate the selection of better qualified personnel for Support assignments throughout the Agency.

- D. In terms of intelligent personnel administration, what features of the CIA Career Service Program have been of most assistance to you in exercising your responsibility?

The heads of the various Support Career Services, under my guidance and control, have assumed full responsibility for the implementation of policies and procedures where appropriate, or for the recommendation of appropriate actions as they pertain to the internal personnel management of their career services in the fields of promotion, recruitment, rotation, utilization, and elimination of personnel. They are responsible for working with the appropriate officials throughout the Agency to determine the personnel requirements and, in turn, they are responsible for supplying qualified personnel to meet these requirements. It has fixed responsibility and I now know exactly who is responsible for meeting these various requirements. The result has been that the implementation of support to the Clandestine Services as well as to the rest of the Agency has been greatly improved.

In general, I feel that the personnel management program is no longer based on individual Table of Organizations coupled with the "buddy" system. I am convinced that higher standards of work performance has resulted from each Support Career Service establishing the personnel standards and practices and being responsible for supplying personnel suitable to the operational mission which the service supports.

The relationships of the Career Council, the Office of Personnel, the Deputy Director, and the operating officials have been greatly improved. There is still much to be done, but it appears that we have the necessary framework for the continuing development of an effective personnel management program.

E. Are you satisfied with present procedures governing the processing of personnel actions through the various Career Service Panels and Boards to effect promotions, rotations and assignments? In what way could these procedures be improved or modified to best meet your peculiar needs?

By and large, I am satisfied with the present procedures used by the various Support Career Service panels and boards. However, as stated in C, above, I do feel that we should be moving in the direction of fewer panels and boards. I am using the Administration Career Board more and more in cases where two or more of the Support Career Services are involved as this board is made up of representatives from each office or staff in the Support area. For increased development and utilization of Support personnel, I am of the opinion that the area of consideration for personnel management must in many cases be wider than existing individual Career Services. Particularly at the higher levels, I want the best qualified man assigned to a position and given the opportunity to qualify for a promotion regardless of his current career designation.

I think that the various Support Services can take more positive action in the evaluation program to ensure that the record realistically reveals their current performance in terms of the factors which may affect his performance as well as his potential for future development and utilization. Each Career Service should be selecting personnel for special training and development and assignment to higher and broader responsibilities. They should also be constantly pruning their personnel so as to remove those persons who are not progressing or performing at the expected level. This can be done by reassigning to a more appropriate position, by additional training, or by selection out. However, this pruning is necessary if we are to have a dynamic personnel management program where those employees who demonstrate they are capable of moving ahead are given an opportunity to do so.

A possibility which we must prevent in our existing Career Service system is that each service becomes too narrow in its contribution to the over-all personnel management program. Paper work and administrative procedures have a way of becoming bottlenecks to the logical exchange of information and personnel and each service becomes jealous and sterile in safeguarding the prerogatives of the personnel under their jurisdiction. To a reasonable degree each Career Service in the Agency must be aware of its own functions and responsibilities, but each must also consider itself a member of an Agency-wide Career Service Program.

F. What would be your main objections, if any, to greater interchange of employees on a rotation basis between DD/P, DD/I and DD/S?

My concept of an effective personnel management program is one which is able to bring into each position the best qualified person available through selection, development, and utilization of personnel. I believe, to the extent possible, such a program results in higher esprit de corps and morale of the employees, and the efficiency and level of work performed is improved. Thus, I would recommend the interchange of any personnel between the three Deputy Director areas which will result in the better utilization of personnel. However, I do not endorse interchange of personnel just for the sake of changing personnel and I feel strongly that each case should be considered on its own merits.

As you know, there has been and continues to be a fair amount of interchange of personnel between the DD/P and DD/S areas. This is good and I am sure that both areas profit from the addition of a qualified person who also has knowledge and experience in another activity. Our personnel management program must offer opportunities for personnel to develop and broaden their capabilities and jurisdictional boundaries should not hamper these opportunities when the facts indicate that such rotation would increase the effectiveness of the utilization of personnel.

OTR

20 February 1959

MEMORANDUM FOR: Inspector General

THROUGH : Acting Deputy Director (Support)

SUBJECT : IG Survey of the Office of Personnel

REFERENCE : Your memo dtd 29 Jan 59 to DD/P, DD/I,
and DD/S, same subject

1. The questions raised in the referenced memorandum are substantial and deserving of the most serious consideration. In commenting on them I wish to reflect both my own views and, in varying degree, those of my principal assistants. Questions are discussed in the order in which they were presented.

a. What are your views as to the merits of a CIA Career Staff?

Its merits are excellent in theory but in practice negligible. I believe the Agency needs a personnel management system which includes the possibility of status and career inducements at least the equivalent of those found elsewhere in the government service. But I have come reluctantly to the opinion that our present Career Staff is little more than a formality. It adds little or nothing to employee confidence in the Agency's personnel system, nor does it contribute in any real way to its strength. It includes too many people to be meaningful, and the reciprocal assurance of good intentions between Agency and employee is too nebulous to be useful to either party. Hence it is widely ignored in carrying out significant personnel management actions.

b. Should eligibility for membership be more restricted than at present?

My answer is definitely "yes." The present system requires little other than survival and the ability to stay out of serious trouble. Ideally, the Career Staff should include those who truly are willing

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and able to serve the Agency as needed, and who will constitute its essential cadre and element of continuity. I say "ideally," because as a practical matter I do not know how this is going to be achieved without getting us into all the troubles, internal and external, of a special status system. I suspect that the answer lies in a combination of career and program staffing.

- c. Is the basic concept of separate career services for CIA sound?

I believe the concept is sound that personnel management in the Agency must recognize the differences which exist among the major components, and it may be that separate career services provide adequate machinery; at least, the system seems to have worked fairly well to date. However, I am disturbed by at least three problems which seem to be built into our multiple career services concept:

(1) The problem of numbers -- the Agency's career management is broken into a great many relatively small, parochial areas, each with its own rules, and the tendency is to create more rather than to reduce the number. These multiple career jurisdictions hinder flexible rotation of personnel, and operate against a meaningful Agencywide Career Staff concept.

(2) The problem of jurisdiction -- the extent of many Career Boards' jurisdiction is far from clear, in terms both of individuals and positions. Many positions fall into a debatable area between jurisdictions, and it can be argued that they might belong in either; and many individuals bear a given career service designation more or less by chance. The Career Service Staffing Authorization will be a good solution only if it can be defined.

(3) The problem of flexibility -- the multiple career service system has not proved its flexibility, and I doubt that it could meet a serious test such as the crisis of another limited war.

- d. What features of the CIA Career Service Program have been of most assistance to you in exercising your responsibilities?

Two aspects of the personnel system have been of great assistance. One is the procedure of Career Board discussion of personnel policies and actions. This is time consuming, but it assures general understanding of the "why" as well as the "what" of Office action; and it assures that the views of the senior staff are known and taken into account on all significant matters. The other is the annual preparation and review of the Career Preference Outline, whereby each individual gets a hearing concerning his job-related desires and plans.

- e. Are you satisfied with present procedures governing the processing of personnel actions...?

I have no particular dissatisfactions; though slow and cumbersome, the machinery works reasonably well. Our biggest problems usually involve rotation of individuals between career service jurisdictions, and in these cases procedures can only formalize agreements reached through direct bilateral negotiation. I suspect that, insofar as problems exist, some of them arise from the fact that we really are trying to operate two personnel systems, one set up in the separate components and one in the Office of Personnel. In practice there is seldom any conflict, but there is a certain amount of duplication in the action and review processes, and more time is expended in total than would be necessary if either of the systems were made the primary action mechanism. To express it another way, if the Office of Personnel is a source only of broad policy, it is too big. If it is a personnel administering arm, then we have too many boards and panels. We need primarily one or the other, but not quite so much of both.

- f. What would be your main objections, if any, to greater interchange of employees on a rotation basis between DD/P, DD/I and DD/S?

Far from having objections, I would encourage a more flexible rotation policy. The Office of Training, perhaps more than

any other component, depends heavily upon rotation to maintain its capabilities on a current basis. We must get currently-experienced personnel from the operating components, particularly from the DD/P area, and Training careerists must have opportunities periodically to acquire operating experience in other parts of the Agency. Thus for us rotation is essential, and my only objection is that it is all too frequently very difficult to arrange in individual cases. From the Agencywide point of view, however, I see some problems. For example:


(1) The DD/I offices, generally speaking, are neither organized nor staffed to accommodate any sizable rotation program, and except in isolated instances, they oppose it.

(2) Again speaking generally, most jobs in the DD/I and DD/S areas are done by specialists. In a few offices, such as Communications, Comptroller, Training, and Logistics, a man may rotate and in so doing enhance his skills and value as a specialist. In others, except in a very few cases, there is little justification for rotation, and it may actually be counterproductive for both the individual and the Agency.

(3) I suspect that there is a growing tendency to favor a blanket policy on rotation and to relate it to an accompanying policy on directed assignments. Unless our career management mechanisms operate at a uniformly high level of effectiveness, this could lead to trouble.

g. Any additional comments...

The foregoing questions suggest at least two further comments. First, the fact that they are asked is reassuring evidence of the Agency's concern over the very important considerations involved. And secondly, I hope we may not stray into the error of making our formal personnel system overly elaborate for the Agency's real needs. We must retain flexibility and maneuvering room in dealing further with the career corps concept; and we must remind ourselves from time to time that we may not have always the assets with which to carry out a promise of careers for thousands of people.


MATTHEW BAIRD
Director of Training

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MEMORANDUM FOR: Deputy Director (Support)

SUBJECT : Answers to Questions Listed in Memorandum to DD/S
from the Inspector General, dated 29 January 1959

REFERENCE : Memorandum from DD/S dated 2 February 1958 ¹⁹⁵⁹
Subject IG Survey of the Office of Personnel

Following are answers to questions listed in subject memorandum concerning the CIA Career Service Program:

1. Re Para 2.a: On the positive side, I would say that the Career Staff has offered the Agency:

a. A means to re-evaluate personnel after three years of service.

b. A means to formalize and make clearly understood between the Agency and the employee the responsibilities of the employee to the Agency with regard to directed assignment.

c. A way in which the Agency conveys to the individual an understanding of its policies and intentions with regard to the management of career employees.

On the negative side, I note that the Career Staff regulation implies that career employees will enjoy preferential status with regard to job tenure. This concept is taken over from the RIF procedures and since these procedures do not apply to the Agency, the concept does not belong in our regulations. Furthermore, by blanketing in employees during the first few years of the Career Staff's existence we managed to blanket in a good number of substandard people. This has undoubtedly reflected on the standing of the Career Staff in the eyes of employees. Finally, at the time the Career Staff began there was the promise, or implied promise, of tangible benefits without anything to back it up.

In summary, I believe that it would be worse to discontinue the Career Staff than to continue it. I think that it may be possible to establish a category of employees who are not career employees and to dispense those benefits which should be given to long-term and valuable employees to career employees while withholding them from the others.

SUBJECT: Answers to Questions Listed in Memorandum to DD/S
from the Inspector General, dated 29 January 1959

I believe that it is highly desirable to insist that heads of Career Services take a more active role in the selection of career employees, and that they take positive steps to ensure that those selected are made to feel that their work is recognized and that their careers are in the hands of responsible and interested officials. Finally, I think it will be possible to simplify some of the machinery which has been set up to manage the Career Staff.

25X1 2. Re Para 2.b: I propose that we try to increase the number of persons employed by the Agency who are not career employees. We have established in a draft regulation the category of auxiliary employees, and at present we feel that this category properly applies to certain local employees at [redacted] and possibly elsewhere here in the States. I would like to see auxiliary employees used to man many short-term projects, and ultimately we should consider the possibility of using them somewhat in the same way as the Armed Services use reserve officers. How far we can go along this line is unknown to me at the present time. We shall have to experiment first in order to see whether there is any real merit in having two types of employees (career and auxiliary) working side by side.

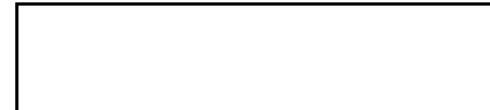
3. Re Para 2.c: I believe so.

4. Re Para 2.d: The formulation of recommendations for assignment and promotion and the nomination of persons for selection out by a good Career Service Board has been of great assistance to me in exercising my responsibilities as Director of Personnel and Head of the Personnel Career Service.

5. Re Para 2.e: Yes, I am satisfied with present procedures in my own Career Service. As Director of Personnel I can say that I regard the Career Service system as only just beginning. With the issuance of Career Service Staffing Authorizations, the establishment and maintenance of ceilings in accordance with Career Service, and the requirement that the Head of the Career Service implement plans with regard to the size, composition and grade structure of his service, I believe that our system of management will come into its own within the next year to year and a half.

SUBJECT: Answers to Questions Listed in Memorandum to DD/S
from the Inspector General, dated 29 January 1959

6. Re Para 2.f: I would object to greater interchange of employees between DDP, DDI and DDS if it were to result in a significant increase in the number of "generalists" as contrasted with specialists. The work of this Agency depends in large measure on the output of good specialists. This simply means that whereas we should and must have a somewhat greater interchange of employees between the main areas, we should never allow rotation to become an end in itself nor should we permit it to be undertaken except in those instances where a clear benefit both to the individual and the Agency can be foreseen.



Gordon M. Stewart
Director of Personnel

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DR/s 57-664

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24 February 1959

MEMORANDUM FOR: Acting Deputy Director (Support)

SUBJECT : Inspector General Survey of the
Office of Personnel

1. In reference to the series of questions posed by the Inspector General concerning the Career Service Program, there is set forth below my opinions concerning these queries.

2. The following comments are addressed to your specific queries:

a. I feel that a career staff is a means of developing and maintaining the high professional team concept which is necessary for this Agency to successfully carry out its mission. In this line our principal asset is our personnel and we must have a program which will attract and hold the best qualified officers. The mere benefits of government employment are not enough and must be supplemented with both a belief in our mission, an esprit' de corps, and something tangible to set the program apart from the normal government operation. The career staff tends to fill this need. I feel that the value of the career staff may not be fully appreciated in this present transition period but its value will become more obvious in the future.

b. In order to make membership in the career service meaningful, its requirements for eligibility should be more stringent. Now is the appropriate time to introduce this concept as all those who were members of the Agency when the career program was introduced have had equal opportunity to qualify. I suggest that consideration be given to the possibility of lengthening the provisional period of employment in order that a more accurate evaluation may be made of the

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qualifications and performance of the applicants. A general tightening up of acceptance criteria will tend to make membership more meaningful.

c. I believe that the basic concept of separate career services is sound if these services are regarded as "Branches" of the overall CIA Career Service, and not as wholly separate entities. I believe in retention of separate career boards as now organized to handle career planning at the "branch level" but I believe that between the Office of Personnel and the Career Council provision must be made to provide rotation of well qualified persons of any career service on a highly selective basis. Rotation that is made shall be always for the benefit first of the Agency, and not by any chance to become "automatic" or widespread.

d. The features of the CIA Career Service Program which have been of most assistance in exercising my responsibilities are the Competitive Evaluation Program, the objective consideration of promotions and the training programs. These have all helped immeasurably in the better administration of the office. Such programs are indispensable in a large office as a substitute for personal knowledge by the head of the office of the relative capabilities of all of his subordinates. The programs tend to eliminate guesswork and establish permanent documentation on the career of each employee. It is my opinion that those offices which make a serious effort to use the instruments of the Career Service will have better personnel administration to show for it than those which do not take advantage of these helpful tools.

e. The present procedures governing the processing of personnel actions through the various Career Service Panels and Boards to effect promotions, rotations and assignments are satisfactory. They adequately meet the requirements of the Office of Security and I see no need for any change.

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f. I believe that my answer to this question must accord with (c) above. I do not object to greater rotation if it becomes certain to the authority authorized to rotate that such rotation is for the benefit of the Agency, and not by any chance just an administrative procedure. I further believe that at times careful analysis of employees for possible rotation might mean better placement by Personnel of excellent people who may just be on the wrong type of work.

g. It must be admitted that at present there are no particular benefits deriving to a careerist over those enjoyed by a non-careerist, except preferential assignments. Neither do the employees of the Agency enjoy benefits not legally applicable to other government employees; in some cases the benefits accruing to our service are less than those received by others. It follows then, that every effort should be made to obtain tangible benefits for Agency careerists to compensate for their obligations to the service and the restrictive conditions imposed by the service.

[Redacted Signature]

Sheffield Edwards
Director of Security

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25 FEB 1959

MEMORANDUM FOR: Acting Deputy Director (Support)

SUBJECT: Inspector General's Survey of the
Office of Personnel

The following comments about the Central Intelligence Agency's Career Service Program are submitted in accordance with your request of 2 February and are based on the questions in the Inspector General's memorandum of 29 January.

a. The CIA Career Service Program as presently conceived and carried out serves no purpose that could not be achieved through orderly personnel administration. On the contrary it tends to raise false hopes and impressions as to benefits and status and, therefore, in the long run has a somewhat negative effect.

b. The bulk of the CIA employees, particularly those at headquarters, will be considered, especially by the Congress, as no different from other Government Civil Service employees. Consequently, it is unrealistic to hope for any special incentive benefits for personnel as a whole. The only group for which some special treatment can be justified is the overseas staff and this, I believe, only on the basis that it should be reasonably youthful. However, to call such a restricted group a Career Service implies that the other employees are not here on a career basis, which is an unfortunate and inconsistent implication.

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While I favor working out special programs for the overseas staff, I am opposed to the concept that this group is the career staff.

c. Career Service, or whatever may be substituted therefor, should be separated at the main working level so that the special needs and problems of the group in question get the proper informed attention. However, this should be accompanied by some sort of inter-group coordinating and interchange mechanism.

d. Because of the very small size of the Office of General Counsel and its specialized professional nature, the Career Service Program has had no impact on its personnel administration one way or the other.

e. As the Office of General Counsel has its own Career Service Panel, the handling of personnel actions has not been materially affected.

f. I have no objection to greater rotation of employees between DD/P, DD/I, and DD/S, provided there is assurance that this does not become a method of unloading marginal types, and also provided it is not haphazard but is planned to benefit both the employees and the offices concerned.

g. I do not mean by the foregoing that the institution of the Career Service Program has not had beneficial effects. I believe it forced action in connection with problems which had long required attention, such as longer range planning for assignments, particularly on rotation between overseas and headquarters, and on such tools of personnel administration as competitive ratings. The system of panels and boards appears to serve a useful purpose, although hopefully less cumbersome mechanisms may be found. My feeling is that all of this could have come about through orderly personnel administration and that a vast amount

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of paper on the subject of Career Service and a wealth of employee sarcasm could have been saved if the Career Service had been kept merely the aim of personnel administration and had not been put into effect as a highly publicized program.

I wish to emphasize that I am strongly in favor of developing a concept that employment in this Agency is a career, but it is my belief that this is accomplished by good administration and management and not through legislation, regulations, or announcement of programs. I am also in favor of identifying a special group or groups for which special treatment may be justified and working to obtain for them appropriate benefits and handling.

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LAWRENCE R. HOUSTON
General Counsel

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25 February 1959

MEMORANDUM FOR: Acting Deputy Director (Support)

SUBJECT : IG Survey of the Office of Personnel

REFERENCES : (1) Memorandum from Inspector General, dated 29
January 1959, Subject as Above
(2) Memorandum from Deputy Director (Support),
dated 2 February 1959, Subject as Above

1. As requested in referenced memoranda, the following comments are offered concerning the major points of the CIA Career Service Program:

a. What are your views as to the merits of a CIA Career Staff?

A CIA Career Staff is considered essential to the growth and development of the profession of intelligence.

b. Should eligibility for membership be more restricted than at present?

It is believed that eligibility for full membership should be more restricted than at present and suggest that there might be three categories of personnel: career staff, career staff associates, and the balance of employees who might be dignified by a separate term. The eligibility for career staff should be limited to those individuals who fully intend to make the Agency their lifetime occupation. Career associates would be those individuals who wish to remain with the Agency and make a contribution for a significant period of time. The balance of personnel would be those individuals making limited contributions for a minimal period of time.

c. Is the basic concept of separate career services for CIA sound?

Yes, at least the concept is sound insofar as it applies to the Medical Staff.

d. In terms of intelligent personnel administration, what features of the CIA Career Service Program have been of most assistance to you in exercising your responsibilities?

The establishment of organized media and procedures whereby consideration is assured on behalf of each individual through expression reflecting the total views of the Medical Staff.

e. Are you satisfied with present procedures governing the processing of personnel actions through the various Career Service Panels and Boards to effect promotions, rotations and assignments? In what way could these procedures be improved or modified to best meet your particular needs?

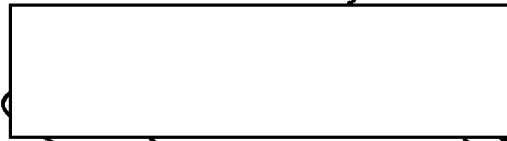
Current procedures are satisfactory and no modifications are recommended.

f. What would be your main objections, if any, to greater interchange of employees on a rotation basis between DD/P, DD/I and DD/S?

None, greater interchange is recommended.

g. Any additional comments pertaining to the program as a whole.

No additional comments at this time.



Chief, Medical Staff

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24 FEB 1959

MEMORANDUM FOR: Acting Deputy Director (Support)
SUBJECT : IG Survey of the Office of Personnel
REFERENCE : Memo for DD/S components fr DD/S, dtd 2 Feb 59, same subject

1. The Office of the Comptroller submits the following comments on the Inspector General's questionnaire concerning the CIA Career Service Program:

a. What are your views as to the merits of a CIA Career Staff?

The CIA Career Staff as presently constituted has very few merits, if any. The primary purpose of the existence of CIA is the gathering, evaluating and reporting of intelligence information on foreign countries. This responsibility requires that personnel of the Agency be assigned all over the world. Any career system which permits personnel to become members by simply working for the Agency for three years and signing an application for membership, knowing full well that at the time they sign the application they cannot or will not serve anywhere and at any time for any kind of duty as determined by the needs of the Agency, is subject to question as to benefits derived from such membership. The personnel who do respond to the requirements of the Agency and serve where needed receive no greater benefits than those who do not, although they have been subjected to inconveniences, hardships in many cases and many other problems. It would be safe to say that if questionnaires were to be circulated to all members of the Career Staff the great majority of answers would be to the effect that there are no tangible benefits derived from membership in the program.

b. Should eligibility for membership be more restricted than at present?

(1) Eligibility for membership should be more restricted. If everyone is selected, including those who cannot meet the demands of the Agency, selection has no real significance and any advantages can only be theoretical.

(2) Greater selectivity could be obtained by the establishment of two Career Staffs, i.e., a Headquarters Career Staff and a Foreign Service Career Staff. The latter Staff should be restricted to employees who have served overseas and who are readily available for additional overseas service. The members of the Foreign Service Career Staff should be given preference for promotions in the Headquarters components of the Agency that direct and supervise overseas activities.

c. Is the basic concept of separate career services for CIA sound?

The basic concept of separate career services is sound; however, there should be specific provisions which would give personnel qualified by education and experience an opportunity to rotate to other career services. Of course, many positions in any career service are highly technical and no career service should be forced to take personnel not fully qualified to perform the required duties. In addition, if the personnel so selected for duty in another career service are to return to their parent career service, they should not be away more than one tour of duty because by greater absence they would probably lose too much of their technical competence.

d. In terms of intelligent personnel administration, what features of the CIA Career Service Program have been of most assistance to you in exercising your responsibilities?

(1) The periodic review of the qualifications of employees and the development of Competitive Promotion Listings.

(2) Corollary to this, of course, is the assistance rendered by the Career Board in the selection and placement of personnel.

e. Are you satisfied with present procedures governing the processing of personnel actions through the various Career Service Panels and Boards to effect promotions, rotations and assignments? In what way could these procedures be improved or modified to best meet your particular needs?

Present procedures are quite satisfactory.

f. What would be your main objections, if any, to greater interchange of employees on a rotation basis between DD/P, DD/I and DD/S?

Have no objection providing the interchanges are well planned, have a real purpose, and the personnel involved are qualified by education and experience to perform the duties required in the other career service. Rotation for rotation sake should be avoided and cognizance given to the fact that the Agency needs continuity in certain positions.

g. Any additional comments pertaining to the program as a whole.

(1) Greater consideration should be given to placing each employee in a career service which will provide, to the maximum extent possible, career consideration of his ability, qualifications, and training for all jobs in the Agency for which he is qualified. This would require certain adjustments in present career service policies.

In some instances a separate career service could be organized on a functional basis. For example, there are a number of IBM machine installations throughout the Agency. Presently, promotions and transfers are more or less limited to the organizational component to which the IBM installation is attached. A career service for machine technicians on an Agency-wide basis would provide greater opportunities for promotion and advancement in supervisory positions.

In other instances individuals should be under the jurisdiction of career boards based solely on qualifications and career interest rather than on the basis of the organizational location of the job occupied. For example, certain individuals trained and qualified in the finance field but employed in the DD/I Area should be assigned to the SF Career Service.

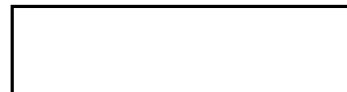
(2) The more or less "open-door" policy with respect to membership in the career program has lessened its value. This policy in turn has compounded the difficulties in justifying and obtaining benefits or privileges for members of the career staff which are not available to other employees of the United States Government.

(3) The preparation of career plans for employees is considered too costly and time consuming, particularly with respect to non-professional and general service type personnel. Also, in many instances, one change in the career plan of an individual has a chain reaction and causes a change in a number of other career plans.

(4) Under the present career service concept, very little is accomplished that could not be accomplished through proper organization and placement of Tables of Organization, good management, and supervision on the part of the officials of each Agency component.

(5) The review of the Agency's career service program should not be limited to the answers received from the questions contained in the Inspector General's memorandum but should include consideration of the voluminous paper work involved, additional positions, personnel and man hours required and last, but not least, the cost in dollars. It appears that this is an area where the Agency could save in numbers of personnel and funds.

2. If there are any questions relative to the foregoing comments, I will be glad to confer with you at your convenience.



E. R. SAUNDERS
Comptroller

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MEMORANDUM FOR: Deputy Director (Support)

SUBJECT: IG Survey of the Office of Personnel

REFERENCE: DD/S Memorandum #59-402, dated 2 February 1959,
same subject as above

1. This memorandum is for information only.
2. The following are the opinions of the Office of Logistics in reference to the questions posed in the basic memorandum:
 - a. It is felt that the concept of a CIA Career Staff has assisted this Agency in improving its personnel management program and in improving the esprit de corps of the Agency employees.
 - b. It is our opinion that membership in the CIA Career Staff should be made more restricted. Employees whose assignments are so limited that they can never be expected to fulfill one of the basic requirements for membership, i.e., be willing to serve anywhere at any time, should not be admitted to career membership.
 - c. The basic concept of separate career services is sound but the autonomy experienced by the career services should be more restricted in certain areas.
 - (1) A greater standardization should be made in certain over-all policies and procedures. As an example, although CIA regulations specify the time-in-grade requirements for promotion, some career services are very lenient in this particular field of personnel management. This results in a lowering of employee morale and, in effect, censoring an employee because he happens to belong to a particular service which follows regulations.
 - (2) Each career service should respect the decisions of other career services and not arbitrarily question the assignments of personnel to their service.

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SUBJECT: IG Survey of the Office of Personnel

(3) The concept of "directed assignments" should be strengthened and should not be left entirely up to the discretion of the individual. This Office long ago abandoned the procedure of filling assignments by volunteers and, through experience, has found that both operations and morale have improved.

(4) More emphasis should be placed on the necessity for overseas returnees having definite assignments when they return to Headquarters. This Office has, for some time, been able to have definite assignments for its returnees and has notified those personnel of the assignments before their return.

d. The following features of the CIA Career Service Program have assisted this Office in improving personnel administration:

(1) An improved attitude on the part of Logistics employees to accept the principal of directed assignments. ✓

(2) To some degree, stimulating sub-standard employees to resign. ✓

e. In general, this Office is satisfied with present procedures governing the processing of personnel actions but it is felt that the procedures could be improved through adoption of the suggestions in paragraphs c.(1), (2), (3), and (4) above.

f. This Office would have no objection to a greater interchange of employees provided that each is handled as an individual case and due consideration is given to the period of training required, whether the interchange would further the interests of the Agency, and whether the individual's career would be enhanced.

g. There are no comments in addition to those stated above.

JAMES A. GARRISON
Director of Logistics

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DD/S 59-660
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MEMORANDUM FOR: Deputy Director(Support)

24 FEB 1959

SUBJECT: IG Survey of the Office of Personnel

REFERENCE: DD/S 59-402 and Attached IG Memo, dtd.
29 Jan 1959

1. My Staff and I have devoted a considerable amount of time in an examination of the existing CIA Career Service Program as requested in the reference. Eleven senior officers heading Divisions and Staffs and principal Branches have each submitted their comments on the several questions posed by the Inspector General. I have consolidated their comments together with my own views, as follows:

a. What are your views as to the merits of a CIA Career Staff?

In answering this question, I found complete unanimity in the feeling that the basic idea of a Career Service is sound, but thus far it has been of little tangible benefit to those accepted into it. It is my opinion, which is concurred in by my staff, that there already has been some improvement in esprit de corps as a result of the procedures involved. Periodically I personally conduct a ceremony in which I present the Career Staff certificates to those who have been accepted. I explain the procedures involved in the actions taken by the Panel of Examiners and the CIA Selection Board. This is done to make clear that this is not a "rubber stamp" method of operation. I indicate the screening that is done by certain echelons in my Office prior to making recommendations to the Selection Board. The certificates are then presented to each individual in turn. When all the certificates have been presented, I read excerpts from the remarks that the Director made at the time his certificate was presented to him. The value in this seems to me to be the formality of the ceremony and the opportunity for me to meet many of my people whom I have never seen before.

The comments received from my Staff indicate their belief that there should be something more tangible, but none of them have come up with any suggestions as to what might be done. Thinking back on my military service, I recall that with the exception of graduates of the military academy, original commissions at least in the Army, were provisional for at least two years and permanent commissions in the Regular Establishment were confirmed only after comprehensive examination of the candidate. During World War I and World War

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Subject: IG Survey of the Office of Personnel

II, many were given commissions in the Reserve. Permanent commissions after the war were given to selected Reserve Officers who then felt that they were assured of a career that could only be terminated by dismissal for misconduct. Almost all Reserve Officers aspired to become members of the Regular Establishment. The tangible benefit to those who obtain permanent commissions, of course, is the retirement feature which really is an annuity of considerably greater monetary value than that which members of the Civil Service obtain upon retirement. The probationary period prior to becoming a member of the Career Staff is somewhat similar to Reserve Officers on active duty in the Military Establishment. However, we are not yet old enough to have built up the morale factors which are well developed in the Armed Forces. It will be sometime before CIA can accomplish what the military have done but I am inclined to think that eventually we will benefit by our program even if nothing really tangible ever becomes a reality. I certainly would not recommend abolishing the Career Staff.

- b. Should eligibility for membership be more restricted than at present?

The views on this question were in agreement that it should be more difficult to become a member of the Career Staff than it is now. Several suggested that the probationary period be extended beyond the present three year requirement. There was a feeling that "if you kept your nose clean" during this three year period you were automatically accepted. One suggestion appealed to me as something we should carefully consider, i.e., that there should be degrees of membership. For example, a period of from three to five years of provisional membership or junior membership. And finally, upon the occasion of moving into full membership, an impressive ceremony be held. We felt that this ceremony should be very formal with an address by the Director and that it should be publicized as much as possible throughout the Agency. I admit that this is "window dressing," but it seems to be effective in academic life where degrees or honorary degrees are awarded and in the military where decorations are presented before "the troops."

- c. Is the basic concept of separate career services for CIA sound?

The general feeling is that this concept is basically sound and should be continued essentially as is. There appears to be nothing to gain and everything to lose in grouping career services into larger groups where talents and specialities have nothing in common. Separated as they are now, the individual

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career services provide us with a very effective management tool. I feel very strongly about this. Competitive evaluation would be almost impossible to manage without separate career services.

- d. In terms of intelligent personnel administration, what features of the CIA Career Service Program have been of most assistance to you in exercising your responsibilities?

Probably the most valuable feature has been the delegation of authority for personnel management to the heads of career services. This practice has encouraged competitive evaluation of all personnel with similar skills. It has also been most beneficial to the employee. The employee now realizes that no one individual will determine his destiny, but rather that a panel comprised of several persons will consider him on the basis of his total merits, i.e., his personnel file, fitness reports, recommendations, potential, family, etc. Within the Office of Communications, the system has worked very well. It has provided a mechanism for defining the primary, secondary, and tertiary skills of a greater number of personnel. This has been reached through the media of the competitive evaluation system and has provided a particularly good management tool. There are still some procedural discrepancies to be worked out, but we feel that basically the program has been of great assistance to us in exercising our responsibilities.

- e. Are you satisfied with present procedures governing the processing of personnel actions through the various Career Service Panels and Boards to effect promotions, rotations and assignments? In what way could these procedures be improved or modified to best meet your particular needs?

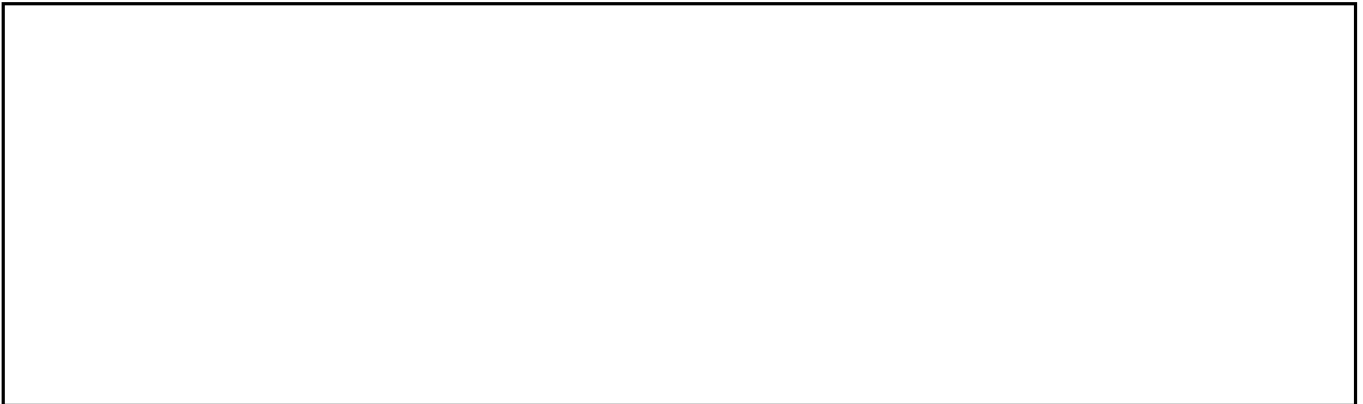
Basically we are satisfied with existing procedures, however, as previously pointed out, there remain some procedural details and discrepancies which must be resolved. Shortly after I came with CIA, I established a rather simple system to control promotions, rotations and assignments. This in its beginning, had the primary objective of assuring that no one was overlooked and that each individual received consideration, particularly in the matter of promotion. I then established a single Career Service Board. This Board succeeded in its primary objective, however, throughout the years, the system of handling promotions, rotations and assignments was considerably elaborated. Today we have panels of the CSB to deal in the first instance in the several categories of specialists. The two largest categories of personnel are 25X1

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Subject: IG Survey of the Office of Personnel

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While I consider that our present procedures and methods of handling personnel are the best we have to date, this whole question is receiving comprehensive examination with a view to making even further improvements.

- f. What would be your main objections, if any, to greater interchange of employees on a rotation basis between DD/P, DD/I and DD/S?

My Staff and I are in complete agreement that insofar as this Office is concerned, greater interchange on a rotation basis is not practicable. We have enough to do in "cross pollinization" within the Office of Communications before attempting it on an Agency-wide basis. The difficulty here is that practically all OC personnel are specialists in one or more fields of the communications business. All Personnel positions as well as all Administrative positions are now being manned by personnel detailed by the Director of Personnel and the Deputy Director (Support) respectively. I am in the process of negotiation with the Director of Logistics to fill the truly supply slots now on my T/O. Considering then, if I rotate specialists in the various fields of communications to the DD/P, DD/I or other components of DD/S, I not only would lose what they can contribute, but in return would then receive non-communicators who could contribute almost nothing because of the lack of technical experience.

- g. Any additional comments pertaining to the program as a whole.

There should be more rigid administration so that there would be definite penalties for misconduct (short of termination) or poor performance, e.g., demotion or probation. As far as I know, it is rare that an individual is demoted. In this Office at least, placing individuals on probation is not uncommon, perhaps there could be worked out regulations establishing these penalties. This is done on a firmly established basis in the military with its courts martial system.

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Subject: IG Survey of the Office of Personnel

The use of termination proceedings for misconduct is pretty general in the Agency. If all personnel knew that there were established penalties for minor misconduct and failures in performance, I think we would have much better disciplinary control.

2. In the event that the IG is interested in making a more detailed survey, the unedited comments of my Staff can be made available.

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Director of Communications

ACD

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17 February 1959

MEMORANDUM FOR: Inspector General

SUBJECT : IG Survey of the Office of Personnel

In reply to your request for an opinion regarding the CIA Career Service Program, the following comments are submitted for your consideration:

- a. It does not appear, up to this time, that the CIA Career Staff project has had any effect on the Audit Staff, the reason being that we have not been able to show a member of the Career Staff any advantages he has over a non-Career Staff person. When the Agency has developed some material benefits to show an employee, he may make a special effort to be brought into the CIA Career Staff. (See b. below)
- b. In my opinion, membership in the Career Staff should be more restrictive. To possess membership an employee should be required to be willing to accept service wherever the Agency may desire to send him, the exception being where, for Agency reasons, we would not permit an overseas assignment; for example, medical difficulties with himself or family. It appears that under present policies anyone who has a satisfactory fitness report is passed for membership and yet, under other policies, anyone who has an unsatisfactory fitness report should be eliminated from the service unless the unsatisfactory report is his first of that nature.
- c. I doubt whether the separate career service concept for CIA is sound. I believe that if supervisors perform their function properly they will inspire pride in service and develop loyalty to CIA on the part of all of their employees without the present plan of developing a special class of CIA employees.
- d. The Audit Staff is so limited in number that it is possible for the Chief and his immediate supervisors to keep acquainted with the qualifications of all Audit Staff personnel. Therefore, the present plan of assigning career administration to a panel made up of Audit personnel has been of material benefit to the Chief

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of the Audit Staff. The Chief of the Audit Staff has been a member of the DD/S Administrative Officers' Panel and he is of the opinion that the work of that panel has been of material aid to the DD/S in developing a sound administrative staff.

- e. (See d. above)
While I have not had an opportunity, as yet, to administer Audit personnel under the new flexible Table of Organization policy, it appears to answer one of the problems the Audit Staff has had in the past; that is, it will permit the assignment of the flexible personnel to offices where needed without requiring a management study in each case.
- f. The Audit Staff consists of a specialized type of trained individuals and it is doubted whether other properly trained individuals are available elsewhere in the Agency to perform the audit function except, possibly, some members of the Comptroller's staff could fit into the Audit Staff. The Chief of the Audit Staff has found it difficult to develop a well-rounded team of auditors within his limited total strength of 48, and any rotation policy with other branches of CIA would only tend to reduce the efficiency of the Audit Staff without compensating benefits to CIA.
- g. The Chief of the Audit Staff has no additional comments regarding this program.



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Chief, Audit Staff

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Distribution:

Orig. & 1 - Addressee

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12 February 1959

MEMORANDUM FOR: Deputy Director (Support)

SUBJECT: IG Survey of the Office of Personnel

REFERENCE: DD/S Memorandum to Senior Offices, subject
as above, dated 2 February 1959 (DD/S 59-402)

The following comments are provided in response to referenced memorandum, and are keyed to the Inspector General's memorandum on this subject, dated 29 January 1959:

a) The idea of a Career Staff is good, provided it is composed of persons who can reasonably be expected to have a long and productive employment with the Agency. In addition to a commitment, there should be the expectation that the employee will serve where ordered, and certain benefits should accrue. For example, the Career Staff should enjoy some special status as to tenure and retirement.

b) The above suggested requirements would very much restrict eligibility when compared with past practices.

c) The maintenance of separate Career Services may have been useful for purposes of personnel administration, but an employee should not be unduly restricted in transferring between Agency components and Career Services.

d&e) Mechanics of personnel administration have been satisfactory to us under the present Career Service Program. We are a small Staff, and such matters can be handled very much on a personal basis with each employee.

f) There should be a very substantial interchange of employees between DD/P, DD/I, and DD/S, especially among the younger career group. If a person is qualified by experience or by ability and aptitude for his new job, rotation should be allowed and even encouraged within practicable limits.

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g) The program should not be allowed to settle down into a number of Career Service "clubs", but rather should be a means by which people who are able and willing to offer special service to the Agency and the Government are identified, encouraged, utilized, and rewarded.



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Chief, Commercial Staff

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Approved For Release 2006/01/31 : CIA-RDP64-00046R000100010017-4

27 FEB 1959

MEMORANDUM TO: Deputy Director (Support)

SUBJECT : IG Survey of the Office of Personnel

Herewith response to your request for comments on points listed in the attached memo concerning the CIA Career Service Program.

a. WHAT ARE YOUR VIEWS AS TO THE MERITS OF A CIA CAREER STAFF?

Comment. My exposure has been too limited to give much of a view based on the Agency as a whole. However, certain impressions may have utility. These impressions lead to a question as to value for this concept as we have it now.

In particular, it seems:

- (1) to the employee it doesn't and can't compare in value with Civil Service status. Maybe this was not contemplated, but certainly the concept of a Career Staff here must have in it substantial offset to the employee's status in the rest of the government.

I suppose the question here is how much farther can we take it meaningfully.

- (2) the same criteria for administration within our Career Staff is inherent in any other kind of career status - and must be - hence, do we compare favorably or are we better? It is doubtful on either score.
- (3) formalizing admission as we do, does nothing more than provide a document the real nature of which is inherently present regardless of such document.

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Perhaps the small stature of this document is due to the question of what real benefits does it carry.

- (4) most employees whom I have heard comment, point to no real benefits from the Agency's Career Staff status.

b. SHOULD ELIGIBILITY FOR MEMBERSHIP BE MORE RESTRICTED THAN AT PRESENT?

Comment. Yes, in general, but more advisably so and with stronger Director of Personnel monitorship. However, by misapplication, restriction and inflexibility now extend too far in some units.

It is possible that if career service is better administered within the three major components as a whole, flexibility would not be handicapped, but the varying nature of work performed may very well vitiate major component administration as such unless differences are recognized and controlled. Pursuing this more explicitly one can see in many areas a career concept to apply only in an office or staff-and then again, cutting across components in some cases. This obviously gets one back to the beginning to ask - what is wrong with the concept of "career" for CIA as a whole, and within that, technical careers as needful.

All of the foregoing should be viewed in the face of the fact that many agencies of government as well as industry and business make career as such, basically an Agency or company matter - not an arbitrary section-of-the-company matter. Then commonly, areas which demand technical or operating competence in good measure create in effect their own subsidiary career service by personnel development within the particular field.

This last in no way violates the concept of component career "generalists"; such employee groups are the distillations of training, experience, and growth - developed rounded competence, to meet going and emergent needs.

In passing, how does our original career service thinking of some years ago now weigh against all of the preceding here?

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- c. IS THE BASIC CONCEPT OF SEPARATE CAREER SERVICES FOR CIA SOUND?

Comment. Yes - but not as we have it set up. See b above and g below.

- d. IN TERMS OF INTELLIGENT PERSONNEL ADMINISTRATION, WHAT FEATURES OF THE CIA CAREER SERVICE PROGRAM HAVE BEEN OF MOST ASSISTANCE TO YOU IN EXERCISING YOUR RESPONSIBILITIES?

Comment. No features have been of assistance. This is due to the fact of a very small technical staff of specialists. Personnel administration within this staff has been of the same nature as if there weren't any overriding agency Career Staff as such.

- e. ARE YOU SATISFIED WITH PRESENT PROCEDURES GOVERNING THE PROCESSING OF PERSONNEL ACTIONS THROUGH THE VARIOUS CAREER SERVICE PANELS AND BOARDS TO EFFECT PROMOTIONS, ROTATIONS AND ASSIGNMENTS?

Comment. No. This concept as we have it goes too far and introduces another echelon, more expense, delay and cumbersome. (See b above.)

IN WHAT WAY COULD THESE PROCEDURES BE IMPROVED OR MODIFIED TO BEST MEET YOUR PARTICULAR NEEDS?

Comment. This staff is too small to comment from my "particular needs." Viewing the question broadly and from a necessarily very limited exposure, the answer is really contained in the comments dealing with the preceding questions and g below.

- f. WHAT WOULD BE YOUR MAIN OBJECTIONS, IF ANY, TO GREATER INTERCHANGE OF EMPLOYEES ON A ROTATION BASIS BETWEEN DD/P, DD/I AND DD/S?

Comment. None in the face of demonstrable need and compatibility. However, I question rotation as such into DD/P and believe that any interchange (Career Staff or no Career Staff) must rest on component operating policy and needs weighed with the qualifications of any employee. (either rotation or permanent assignment)

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Except for explicit, actual field support (DD/S), DD/P should be protected against a non-targeted rotation process from the outside because OTR can do the minimum necessary for others and should do so to protect the overriding principle of need-to-know within that service.

The argument for rotation is for the most part, constructive understanding and enhanced usefulness. Inter-component rotation can be theoretical and needless except for the development of "generalists" within one type of service.

- g. ANY ADDITIONAL COMMENTS PERTAINING TO THE PROGRAM AS A WHOLE.

Comment.

- (1) The fact that seven or eight years of endeavor to apply our Career Service Staff concept within the Agency leaves 268 business machine technicians sitting in variously described Career Service non-machine slots, is disturbing. From their point of view as well as from the point of view of proper personnel administration their improved future is held in the degree of their increasing machine competency and not in "SF" (Comptroller), "IR" (ORR), "C" (OCR) etc. This is not the only instance. The technician's personal competence is not commonly going to stand him in any good stead outside his field.

The above gets us back again to the concept of "careers" within technical offices and then quickly to the concept of CIA career as a whole.

- (2) A word more on the generalist matter. Such a concept is ultimate refinement in personnel administration. However we don't seem to push it because either we're afraid of paying for it modestly (in grade) or afraid of the "white-haired boy" allegation - or both. Perhaps we need to think a little farther forward, have more courage and always remember that ours is quite properly indeed, a substantially unorthodox and irregular outfit.

The only worry we should have here is whether or not we've got sufficient management sophistication.

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- (3) The present status of administration within our Career Service seems to raise question as to where is the Office of Personnel in this whole matter. In particular, may it not be said that there has been subtraction from proper functioning of the O/P when one looks at some of the activities in the various components and offices. It is not bizarre to suggest that unconsciously perhaps we have divorced the Director of Personnel from his proper relationship, activity and control responsibilities in respect to Career Service. This question is not posed solely from the view of economical administration - but an argument could be made here; it is posed more importantly from the view of centralized and controlled personnel administration.
- (4) To be more positively constructive (after adding up the negative aspects in the preceding) I suggest the following considerations:
 - (a) Tighten the administration of Agency Career Service by raising the probation period to possibly five years and require upper quartile fitness reports for at least the preceding three years; also raise the grade level for the category, i.e., minimum lower level admission at GS-9 with provision for acceptance of lower grade on demonstrable high quality performance with at least 7-8 years of service.
 - (b) Raise the appeal of Career Staff membership with other constructive benefits such as opening up greater opportunity for broadening an employee's utility - hence promotional possibilities. A personalized planned rotation, planned training, inclusive of language is illustrative.

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- (5) We should not have an elite corps within the Agency; we should have fairly tough probational processing for all employees looking to a highly sought-for established valuable enrollment in an elite status.



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Chief, Management Staff

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1 - File, Mgt/S
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